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8 September 1965

Bud:

25X1A As you may have gathered during your conversation with [REDACTED] and myself the other day I possessed misgivings about the proposed charter you wished to discuss with Raborn, Helms and White which would put DD/S&T in an authoritative position concerning all research conducted within the Agency. I should like to develop my reservations, so that you may have another opportunity to assess and evaluate them. Prior to doing that, however, there is one other matter I feel must be called to your attention.

This matter of drafting such a charter was originally discussed by you with [REDACTED] Chapman, and myself. 25X1A After that discussion both Ray and I offered to draft papers so that we might at least have proposals to start discussions. We did so, and approximately five days after the meeting with you Ray, Bob and I met and discussed the two respective drafts. Bob Chapman played an active part in the conversation. There were, and are, obvious philosophical differences in the approach to this problem by Ray and myself. Bob offered to undertake the drafting of a paper to see whether or not the different approaches could be subject to any degree of accommodation. He has done so and submitted his draft to me. Attached to this paper is a copy of his draft as well as a copy of my original draft. I believe it fair to assume that when this matter was discussed with Bob, he felt, if only because he is the Director of Research and Development/DDS&T, he would be expected to play some kind of meaningful role in this new approach. It now appears to me his only role will be subservient to the dictates of a "Special Assistant for Research" of DD/S&T. Furthermore, he was not a participant in the last discussion of this issue. I dare say, after having originally discussed this matter with you, he will tend to be somewhat disturbed and confused when it comes to his attention that a follow-on meeting was held without his knowledge or participation. If this is his reaction, I must say I find it very understandable from a humane point of view.

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I would therefore first recommend to you that Chapman be brought back into this loop or else you are liable to have a disaffected senior officer on your hands.

I hold no particular brief for the elementary approach found in the simple language contained in my draft. I would submit, however, that the control mechanisms inherent in Ray's proposal are of sufficient weight to almost guarantee the lack of acceptance of the Seventh Floor of the proposal. I am mindful of your stated position of desiring to present the DCI with a strong proposal in order to test the meaningfulness of his decision to stand behind his desire to make DD/S&T the single voice of research within the Agency. I would submit, however, that you are vulnerable from several points of view, which include:

- a. A proposal that advocates a system for approving Agency research and development undertakings which is more restrictive and encompassing than any procedures which we currently have in this Directorate.
- b. That this proposal does not properly define the respective responsibilities of the DD/S&T and the operating deputies as it pertains to their discharging their charted responsibilities.
- c. That we lack a capability to implement this strong approach to the problem and, in fact, cannot sufficiently size and specify the totality of the work involved to know what resources are needed to perform properly the sought-after responsibility.

I have had another frank discussion with Ray subsequent to our last meeting with you. I would agree with Ray that if this proposal were limited to research per se, i.e., to not encompass development activities, then perhaps the strong proposal, as written, might be acceptable to both management and participants. However, if the proposal is to go forward to encompass both research and development, I have the distinct impression that Ray would like to stand on the draft he presented you, and not modify it along the lines we discussed in your office. This being the case, I would just as soon not endeavor myself to modify his draft but let it stand or fall on the merits of the case. I have also included here a copy of that draft of Ray's because I believe a reading by you in succession of the draft by Ray, Bob and myself may bring out in clear contrast the differences between us.

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PROPOSAL

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3 September 1965

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DCI Executive Order Designating a Single Manager
for Research and Development

1. To achieve and assure the timely application of scientific techniques to the various tasks and activities of the Central Intelligence Agency, the Deputy Director for Science and Technology is hereby assigned the responsibility and authority to institute and control a coordinated program of research and development.
2. The DD/S&T will authorize research and development directed toward securing new technical knowledge compatible with the Agency mission and needs in its assigned and potential areas of responsibility (as indicated in the Long Range Plan) be responsible for instigating the utilization of such knowledge in advanced system and development work; coordinate the Agency research and development plan, and monitor its progress; determine the topic, mission, scope of work, priority, and allocation of funds in these activities as a group; accommodate recommendations which are consistent with ultimate research objectives; provide reports and liaison necessary to make research and development accomplishments available to Agency components and other interested components of the Intelligence Community; contribute the research and development portion to the long range plan, including the research budget.

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✓ 3. Agency components with the assistance of DD/S&T will be responsible for the identification of their research and development needs, and communication of these needs to the DD/S&T for integration into the Agency R&D program. Program descriptions with accompanying fiscal estimates will be submitted to the DD/S&T for inclusion in the R&D budget.

4. The DD/S&T is responsible for the identification of research and development needs common to several areas, needs outside the interests of any particular component, and the organization and conduct of appropriate R&D programs.

5. The DD/S&T, with the concurrence of the component concerned, may request ^{that} R&D programs, or parts of programs, be accomplished within components on the principle that research and development should be done wherever it can be best accomplished.

6. An appropriate organization and facilities will be staffed and operated for the conduct of such research and development as may be most efficiently conducted centrally to the benefit of the Agency and its components.

✓ 7. Program review, authorization, and funding approval will be exercised by the DD/S&T for all R&D programs.

8. It is anticipated that considerable improvement in the utilization of our limited manpower and funds will be achieved

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through increased efficiency resulting from the consolidation of our R&D programs, especially in the elimination of duplication in contracts and fragmented component efforts.

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31 August 1965

Areas for discussion

1. Should the charter read "research" only?
2. Should the charter cover "research and development"?

This would preclude "end runs" and laborious definition of what constitutes research and what constitutes development.

3. Should the charter pertain to only those tasks performed with Agency money, presuming this would include NPIC?

4. Should the charter include all Agency performed R&D, thereby including NRO efforts?

5. PROG REVIEW IS SPOLLED OUT IN DCI AND/OR
DD/ST MEMPS.

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3 September 1965
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DD/S&T Directive

Pursuant to the responsibility and authority assigned in Executive Order _____, the following policy, organization and procedures hereby establish a coordinated Agency program for research and development.

Purpose

1. Responsibility for research and development for CIA has been vested in DD/S&T to consolidate responsibility for the identification, management, and exploitation of Agency research and development programs. This has been done to:
 - a) improve and assure the application of scientific and technical advances to the various Agency tasks,
 - b) achieve greater depth in research capability through consolidated programs,
 - c) improve communication of research and development achievements, and the application to the Agency's tasks, thereby achieving earlier and fuller exploitation of breakthroughs,
 - d) provide an appropriate degree of isolation required for an effective R&D program from near-term crash requirements,

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- e) improve liaison by providing an organization generally compatible with extant R&D organizations in government, educational institutions, and industry, and a common point of interface through which total R&D needs can be communicated,
- f) permit the evaluation of research and development programs on an Agency rather than component basis, and preclude fragmentation of both manpower and funds in this vital area of effort and duplication of internal and external efforts.

Policy

1. Appropriate security will be observed to preserve requisite levels for operational security, compartmentation, and clandestinity, to the satisfaction of the components affected.
2. Functions or tasks of common concern which may be best accomplished by a single effort will normally be performed by ORD.
3. Agency components will be encouraged to identify R&D needs, and propose and to manage programs peculiar to their interests and capabilities, subject to the coordination of DD/S&T.

Organization

The responsibility and authority of the DD/S&T for research and development are hereby delegated to the Special Assistant for Research and Development. He shall be responsible for all research and development efforts, including application of automatic data

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processing to the intelligence processes, ^{cf} including collection, data reduction, analysis, and prediction. The Special Assistant will analyze Agency research and development needs; coordinate R&D requirements and programs within the Agency; prepare a consolidated budget; review proposed programs with regard to maintaining a proper balance among technologies reflecting the importance of critical problems and maximum use of resources, need, objective, method of implementation and administration, schedule, administration and control; report and disseminate results; instigate the application of research and development results; and approve the expenditure of all R&D funds.

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CENTRAL INTELLIGENCE AGENCY OFFICIAL ROUTING SLIP			
TO	NAME AND ADDRESS	DATE	INITIALS
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ACTION		DIRECT REPLY	PREPARE REPLY
APPROVAL		DISPATCH	RECOMMENDATION
COMMENT		FILE	RETURN
CONCURRENCE		INFORMATION	SIGNATURE
Remarks:			
<p>I have no great pride of authorship in the attached plan to enlarge the research responsibilities of this Directorate. I offer it for your consideration and as a point of departure to commence discussions. May I suggest we meet and discuss this matter at 9:00 9:30 Thursday morning.</p> <p></p>			
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FROM: NAME, ADDRESS AND PHONE NO.		DATE	
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DRAFT: [REDACTED] jem

31 August 1965

1. The objective of the following plan is to bring into being a system whereby the DD/S&T, on behalf of the DCI, can exercise the right of technical review and the act of approval on defined research and development programs by all Agency elements, giving credence to the charted responsibilities and command authorities of the several Deputy Directors.

2. For the purposes of this paper, research and development programs are defined as

Phase I:

The plan envisions, initially, a review by the DD/S&T, or his designated representative, of the entire research and development program of each component of each Directorate; a review and inspection of Agency-owned or operated physical assets utilized for research and development purposes; a review of all contracts either being held by private industry or other government agencies, by all Directorates; and a review of the personnel records of all individuals identified by Directorates as being primarily engaged in research and development activities. It is estimated that the above reviews would take approximately thirty days.

3. PHASE II

A study by qualified DD/S&T officers will be undertaken of the results of all the reviews enumerated above, such studies, where appropriate, including representatives of other Directorates. The studies will be designed, at minimum, to accomplish the following purposes:

- a. Validate the requirement against which the research is being conducted, and either endorse the proposed research and development undertaking or recommend a different course of action.
- b. Identify requirements wherein a certain commonality of research is necessary and endeavor to consolidate an Agency-sponsored R&D program to meet such requirements.
- c. Ascertain whether any duplicate and/or overlapping research and development contracts are held by any particular contractor.
- d. In light of the findings of the study recommend, if necessary, any adjustments in the research and development budgets of the Directorates.
- e. Determine, in light of the problems and requirements to be serviced, if a sufficient level of research and development money has

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- f. Identify areas wherein the research programs of the various Directorates may be enhanced if more qualified individuals were available to serve in a technical capacity.

It is estimated that the accomplishment of this phase will take thirty days.

4. PHASE III

- a. Identify and appoint in each Directorate by mutual agreement of the Deputy Directors concerned and the DD/S&T a single senior officer technically responsible for all research and development programs within his Directorate of assignment. This officer would be under the command jurisdiction of his Directorate of assignment but would receive technical guidance from the DD/S&T.
- b. Each Directorate to establish procedures whereby the totality of money requested for research and development in the annual budget submission are compiled as a separate budget entry and forwarded to the DD/S&T for review and approval.
- c. Establish procedures where all proposed research and development contracts above

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a level of \$ technical are forwarded to
DD/S&T for approval before being forwarded
to BPAM and the DCI for management approval.

- d. Establish procedures whereby the qualifications
of any employee, either newly hired or to be
reassigned to research and development
responsibilities are reviewed by the DD/S&T
before such personnel action becomes final.

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RESEARCH ^{& DEVELOPMENT} MANAGEMENT AND CONTROL

1. The objective of the following plan is to establish a system enabling the DCI to exercise effective management ^{and} control over the Agency's ^{expanding} research and development program. The authority and responsibility for creating and controlling a coordinated research and development program is delegated by the DCI to the Deputy Director for Science and Technology who will review, approve, and authorize funding for all ^{research and} development programs of ^{the} ~~all~~ Agency elements.

2. For the purposes of this paper, research and development programs are defined as the expenditure of resources toward the technological advancement of the state-of-the-art. Change over to the proposed plan of management would pass through three distinct phases ~~and require about sixty days to carry out an orderly transition.~~

3. Phase I

In the initial phase the DD/S&T, or his designee, will review the entire research and development program of each component of each Directorate, review and inspect Agency owned or operated physical assets utilized for research and development purposes, and review all contracts established by each Directorate with private industry and/or Government agencies. It is estimated that the above reviews would take approximately thirty days.

4. Phase II

A study of the results gained from the reviews enumerated above will be undertaken by qualified DD/S&T officers and, where appropriate, representatives of other Directorates. This study will be designed to accomplish, at minimum, the following purposes:

a. Validate the requirement against which the research or development is being conducted, and either endorse the proposed research and development undertaking or recommend a different course of action.

b. Identify requirements wherein a certain commonality of research is necessary and endeavor to consolidate an Agency-sponsored R&D program to meet such requirements.

c. Ascertain whether any ^{necessary} duplicate and/or overlapping research and development contracts are held by any particular contractor.

d. In light of the findings of the study, identify gaps and recommend, if necessary, any adjustments in the research and development programs and budgets of the Directorates.

e. Determine, in light of the problems and requirements to be serviced, if a sufficient level of research and development money has been budgeted.

- f. Identify areas wherein the research programs of the various Directorates may be enhanced if more qualified individuals were available to serve in a technical capacity.

It is estimated that the accomplishment of this phase will take thirty days.

5. Phase III

- a. By mutual agreement of the Deputy Directors concerned and the DD/S&T, identify and appoint from each component performing research and development in each Directorate, a single senior officer technically responsible for all research and development programs within the component of his Directorate of assignment. This officer would be under the command jurisdiction of his Directorate of assignment but would receive technical guidance from the DD/S&T.

- b. Each Directorate to establish procedures whereby the totality of money requested for research and development in the annual budget submission are compiled as a separate budget entry and forwarded to the DD/S&T for review and approval.

- c. Establish procedures where all proposed research and development contracts above a level of \$25,000 are forwarded to DD/S&T for technical approval before being forwarded to BPAM and the DCI for management approval.

d. Establish procedures whereby the personnel records of all individuals engaged in research and development activities are reviewed and the qualifications of any employee, either newly hired or to be reassigned to research and development responsibilities are reviewed by the DD/S&T before such personnel action becomes final.

~~6. Program review, authorization, and funding approval will be exercised by the DD/S&T for all R&D programs.~~

6. It is anticipated that considerable improvement in the utilization of our limited manpower and ^{funds} ~~unfuds~~ will be achieved through increased efficiency resulting from the consolidation of our R&D programs, especially in the elimination of duplication in contracts and fragmented component efforts.